

Message Text

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ACTION AF-04

INFO OCT-01 SS-14 ADP-00 NSC-10 NSCE-00 CIAE-00 INR-10

NSAE-00 RSC-01 AID-10 FAA-00 EB-03 L-02 EUR-10 RSR-01

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FM AMEMBASSY LAGOS

TO SECSTATE WASHDC 9059

C O N F I D E N T I A L SECTION 1 OF 2 LAGOS 2815

LIMDIS

DEPT. PASS AID AND FAA

E. O. 11652: GDS

TAGS: ETRN, NI

SUBJECT: TWA CONTRACT

REF : LAGOS 2758

1. BEGIN SUMMARY: TRANSPORT DEPPERMSSEC OBI GAVE EMBOFF HIS MINISTRY' S VERSION OF PROBLEMS THAT THREATEN TERMINATION OF TWA WORK HERE BEFORE IT REALLY GETS UNDER WAY. MOT SEES ITSELF AS A SMALL UNIT TRYING TO DO BUSINESS WITH A GIANT THAT IS INSENSITIVE TO ITS PROBLEMS. NIGERIANS CLEARLY INTEND TO RESIST GIVING TWA LATITUDE WHICH U. S. AIRLINE INSISTS IS ESSENTIAL FOR SUCCESS OF ITS CONTRACT. HARD TO FORESEE ANY GRACEFUL WAY OUT OT THIS IMPASSE FOR EITHER SIDE. END SUMMARY.

2. WHEN FAA DISCUSSION (REPORTED REFTEL) ENDED, EMBASSY OFFICER OBSERVED THAT SEVERAL OF DEPPERMSSEC OBI' S REFERENCES TO THE TWA GROUP INDICATED THAT WA CONTRACT MAY BE IN DEEP TROUBLE. EMBASSY OFFICER OBSERVED THAT SINCE TWA CONTRACT HAD GOTTEN OFF TO SUCH A SMOOTH START ANY TROUBLES OVER IT WOULD BE ALL THE MORE DISAPPOINTING.

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3. OBI TOOK UP THIS PROPOSITION FORTHRIGHTLY. ANY NIGERIAN OFFICIALS, HE SAID, HAVE BEEN ANGERED BY TWA'S "TAKE- IT- OR- LEAVE- IT" APPROACH. TWA HAS ALREADY LOST CREWING FOR NIGERIA AIRWAYS BECAUSE IT FAILED TO RECOGNIZE THAT THE FMG IS A SOVEREIGN GOVERNMENT. PRIVATE COMPANIES, NO MATTER HOW BIG, DO NOT, OBI SAID, PRESENT GOVERNMENTS WITH ULTIMATA AS TO WHAT TO REQUEST THE BERLIN MISSIONS TO WORK UP A SHORT BK/ L TO HANDLE EXTENSION OF THE RELEVANT PORTIONS OF THE BASIC TREATY TO BERLIN. END SUMMARY.

2. BRAEUTIGAM RECALLED THAT IN DESCRIBING THE STATUS OF INNER- GERMAN ARRANGEMENTS, THE FEDERAL GOVERNMENT HAD SAID THAT EVEN THOUGH A SPECIAL RELATIONSHIP EXISTED BETWEEN THE TWO GERMAN STATES, AGREEMENTS BETWEEN THEM WOULD BE THE SAME AS AGREEMENTS REACHED UNDER INTERNATIONAL LAW. THIS MEANT THAT WHILE THE FEDERAL REPUBLIC WOULD CONTINUE TO ATTACH A DIFFERENT QUALITY TO ITS RELATIONSHIP WITH THE GDR, IT WOULD REGARD AGREEMENTS REACHED WITH THE GDR THE SAME AS AGREEMENTS REACHED WITH THIRD COUNTRIES. IN THE CASE OF EXTENSION TO WEST BERLIN, THE SAME PROCEDURES, INCLUDING NOTIFICATION OF THE TREATY PARTNER AND INCLUSION OF A BERLIN CLAUSE IN THE ENABLING LEGISLATION, WOULD BE FOLLOWED. AS A RESULT, THE FEDERAL GOVERNMENT SAW NO NEED TO ESTABLISH A SPECIAL CATEGORY FOR SUCH AGREEMENTS, BUT WOULD BE CONTENT TO HAVE THEM TREATED AS INTERNATIONAL AGREEMENTS UNDER THE TERMS OF BKC/ L (52) 6.

3. ALLIED REPS NOTED THAT THE BERLIN MISSIONS HAD BEEN PROCEEDING WITH DRAFTING A COMPLETELY NEW BK/ L WHICH WOULD ESTABLISH INNER- GERMAN ARRANGEMENTS AS A CATEGORY SEPARATE FROM NORMAL INTERNATIONAL AGREEMENTS. HOWEVER, THEY HAD BEEN DOING THIS MOSTLY ON THE ASSUMPTION THAT, FOR POLITICAL REASONS, THE FEDERAL GOVERNMENT WOULD WISH TO HAVE SUCH A DISTINCTION MADE. IF THE FRG WAS SATISFIED TO ACCEPT THAT INNER- GERMAN ARRANGEMENTS WOULD BE HANDLED UNDER THE PROVISIONS OF BKC/ L (52) 6, THE ALLIED REPS DID NOT BELIEVE THAT THEIR AUTHORITIES WOULD INSIST ON ESTABLISHMENT OF THE NEW CATEGORY. THE UK REP SAID THAT, ON THE CONTRARY, HIS AUTHORITIES HAD SEEN CERTAIN DIFFICULTIES WITH THE SEPARATE CATEGORY IDEA, AND HE WAS SURE THEY WOULD BE CONFIDENTIAL

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PLEASED TO LEARN OF THE GERMAN VIEW.

4. THE US REP SUGGESTED THAT THE BERLIN MISSIONS BE
ASKED TO ADAPT THE WORK THEY HAD ALREADY DONE TO THE
NEW DECISION. THIS MEANT BASICALLY THAT THE BK/ L
WOULD BE LIMITED TO AGREEING TO EXTENSION TO WEST
BERLIN OF THE RELEVANT PORTIONS OF THE BASIC TREATY,
OF AGREEING TO FRG REPRESENTATION OF WEST BERLIN
VIS- A- VIS THE GDR, OF AGREEING TO EXTENSION TO WEST
BERLIN OF FURTHER INNER- GERMAN ARRANGEMENTS NEGOTIATED
UNDER THE TERMS OF ARTICLE 7 OF THE BASIC TREATY AND
OF ENTERING A RESERVATION ON ALLIED RIGHTS AND
GDS
HILLENBRAND

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ACTION AF-04

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FM AMEMBASSY LAGOS
TO SECSTATE WASHDC 9060

C O N F I D E N T I A L FINAL SECTION 2 OF 2 LAGOS 2815
LIMDIS

ON TWA' S DOORSTEP. HE REPRESENTED OCCASIONS ON WHICH
HE HAD INSTRUCTED BOEING TO USE FAA CONFIGUARTIONS
AS AN ACCOMMODATION TO TWA. HE REVERSED HIS INSTRUCTIONS
WHEN TWA BECAME SO ASSERTIVE AND INSISTENT THAT IT
BECAME " NECESSARY FOR NIGERIAN TO PROTECT ITS OPTIONS."
HE PROFESSED TO BELIEVE THAT NIGERIA WOULD BE LESS
DEPENDENT ON TWA FOR SERVICES IF THE ARB CONFIGURATION
WERE USED. WITH ARB CONFIGURATION, HE SAID, NIGERIA
AIRWAYS COULD EASILY TURN TO OTHER ALTERNATIVES FOR
CREWS AND TRAINING. EMBASSY OFFICER NOTED THAT OBI' S

ARITHMETIC WAS DIFFICULT TO FOLLOW BECAUSE LESS THAN TWO PERCENT OF THE 3000 BOEING COMMERCIAL JETS PRODUCED THUS FAR ARE IN ARB CONFIGURATIONS: THE OTHER ARE FAA CONFIGURED. IT WOULD SEEM THAT WITH THE ARB CONFIGURATION ONE COULD CALL ONLY ON THAT TWO PERCENT OF THE WORLD'S CREWS FOR HELP IF NEEDED WHILE FAA CONFIGURATION PROVIDES A MUCH BROADER CHOICE. THESE FIGURES SEEMED TO TAKE OBI BACK, BUT HE COUNTERED THAT AT LEAST THIS ACTION HAD DEMONSTRATED ONCE AGAIN NIGERIA COULD NOT BE PUSHED AROUND.

8. IN CLOSING CONVERSATION, EMBASSY OFFICER OBSERVED THAT IT OBVIOUS THAT DEEP MISUNDERSTANDING HAD ARISEN AND THAT THESE EMOTIONAL ISSUES THREATEN TO OBSCURE THE BASIC ISSUES WHICH NEED RESOLUTION. OBI SIMPLY SAID THAT HE HOPED TWA WILL BE MORE FLEXIBLE AND SETTLE DOWN TO TRUE NEGOTIATIONS ON A BASIS OF EQUALITY OF CONFIDENTIAL

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HOW IS WILL BE DONE AND WHEN AND HOW IT WILL BE PAID FOR. AS A RESULT OF DEBACLE OVER CREWING, THE FMG IS MAKING AN INTENSIVE, DETAILED STUDY OF TWA PLANS FOR TRAINING PROGRAM WITH A VIEW TO SEEKING ALTERNATIVES. OBI AGREED THAT IF TRAINING WERE TO BE PLUCKED OUT OF THE TWA PACKAGE THERE WOULD BE A QUESTION AS TO WHETHER WHAT REMAINED IS WORTH CONTINUING. FMG IS NOT COMMITTED TO THE MANAGEMENT CONTRACT, OBI EMPHASIZED, AND CAN BACK OUT DURING THIS MONTH IF CONDITION DO NOT LOOK RIGHT.

4. ACCORDING OT OBI, NIGERIANS FOUND TWA TO BE A GIANT COMPANY LITTLE INCLINED TO PAY ATTENTION TO THE DESIRES OF ITS CLIENT, A POOR BUT PROUD COUNTRY. MAYBE, HE SAID, NOW THAT WA HAS LOST CREWING CONTRACT IT WILL RECOGNIZE THAT " THERE ARE SOME NIGERIANS WHO WILL STAND TALL IN THE FACE OF ARROGANCE."

5. OBI HOPED THAT TWA HAS NOW LEARNED THAT " NIGERIA IS NOT A PERSIAN GULF SHEIKDOM WHERE ONE IS GIVEN THE KEYS TO AN AIRLINE AND ALLOWED TO DO WITH IS AS ONE PLEASES." HE ADDED, " THERE IS NO EMPEROR HERE TO RENDER SOLOMON-LIKE DECISIONS. IN NIGERIA EVERYONE HAS A SAY; THEY MUST BE CONSULTED AND THEIR VIEWS RESPECTED."

6. OBI, WHO HAS SOMETHING OF A THEORETICAL AND INTELLECTUAL BENT, WENT FURTHER OUT FROM CORE OF DISCUSSION TO INTERJECT A FEW GENERAL COMMENTS ABOUT AMERICAN WAYS OF DEALING WITH AFRICANS. AMERICANS, HE FINDS, ARE OPEN AND EASIER TO DEAL WITH THAN THE BRITISH. AMERICANS GENUINELY WANT TO HELP AND ARE OFTEN GENEROUS WITH THEIR TIME AND MONEY. BUT UNFORTUNATELY THEY ARE TWO OFTEN CARRIED AWAY BY THEIR OWN GOOD INTENTIONS.

SINCE THEY HAVE SO MUCH MONEY AND SUCH FINE TECHNOLOGY
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THEY COME TO BELIEVE THAT THEY ALONE KNOW HOW TO USE THESE ASSETS TO BEST ADVANTAGE. IN THIS PROCESS AMERICANS LOSE SIGHT OF OTHER PEOPLE'S SENSITIVITIES AND THIS, HE BELIEVES, IS A DISTINCT FLAW IN DEALING WITH AFRICANS. AFRICANS ARE OFTEN SO INSECURE IN THEIR NEWLY-WON INDEPENDENCE THAT THEY CAN SEE ALL SORTS OF THREATS TO THEIR DIGNITY IN WHAT MAY BE THE MOST INNOCENT OF PROPOSITIONS. THE BRITISH, HE ADDED, KNOW THEY ARE CONSIDERED TO BE ARROGANT, SO THEY ARE CAREFUL TO HOLD MANIFESTATIONS OF THIS TRAIT IN CHECK.

7. BRITISH REALISM, HE BELIEVES, HAS ANOTHER GOOD RESULT. THE BRITISH SEEK TO FIND WHERE POWER LIES BEFORE ATTEMPTING TO DO BUSINESS IN ANY FOREIGN COUNTRY, WHILE AMERICANS RELY ON THE QUALITY OF THEIR VIEWS OR THEIR PRODUCT TO PUT ACROSS THEIR POINT. EMBASSY OFFICER INTERJECTED TO NOTE THAT AMERICANS MUST BE VERY SUBTLE OR VERY AWKWARD IF OBI REALLY BELIEVES THAT WE DO NOT SPEND A LOT OF TIME TRYING TO FIND THE BEST CHANNELS FOR CONDUCTING OUR AFFAIRS HERE. OBI SIMPLY SMILED AND WENT ON TO NOTE THAT THE BRITISH WOULD NEVER HAVE BECOME CONFUSED, AS DID TWA, OVER HOW TO CONDUCT BUSINESS WITH THE FMG ON THE CREWING PROBLEM, GOING TO LAWSON, HE SAID, WAS A GREAT MISTAKE. "NO PERMSEC WITH HIS SALT WOULD EVER PERMIT THE SECRETARY OF THE FMG TO MAKE DECISIONS FOR HIM." WITH OBVIOUS PLEASURE OBI OBSERVED THAT WHEN THE TWA CREWING ISSUE CAME BEFORE "GOVERNMENT" THE DECISION WENT IN HIS FAVOR AND AGAINST TWA IN SPITE OF LAWSON'S PLEADING ON BEHALF OF TWA.

8. EMBASSY OFFICER SAID THAT MISUNDERSTANDING WHICH AROSE OVER THE CREWING ISSUE WERE CLEAR AND THEREFORE SUSCEPTIBLE OF CORRECTION. HOWEVER, WE WERE STILL PUZZLED OVER WHAT HAD CAUSED WHAT APPEARED TO BE "BACKING AND FILLING" OVER WHETHER THE AIRCRAFT SHOULD BE CONFIGURED ACCORDING TO FAA OR ARB STANDARDS. OBI PROMPTLY LAID THE BLAME FOR THIS 800,000 DOLLAR FOUL-UP

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